



# Committee on Appropriations



## *Appropriations Primer*

*“No money shall be drawn from the Treasury but in Consequence of Appropriations made by Law;” – US Constitution Article 1, Section 9, Clause 7*

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**A History of the House Appropriations Process  
1789-1993  
Congressional Research Service Report 93-729  
August 6, 1993**

**Executive Summary**

Congress did not create Appropriations Committees until after the Civil War. Before that time, the House of Representatives relied on its Ways and Means Committee to report both appropriations and tax measures. The Senate Finance Committee also handled both appropriations and taxes.

In response to the problems of Civil War financing, in 1865 the House removed from Ways and Means its jurisdiction over appropriations bills and placed that responsibility in a newly created Appropriations Committee. Two years later the Senate adopted the same reform. In this second stage of the appropriations process, the Appropriations Committees were gradually stripped of their control over appropriations. One by one, authorization committees gained authority to report appropriations, finally reaching a crescendo in the House in 1885.

The third stage of appropriations history took place after 1885, as both Houses recognized the need for centralizing appropriations authority in a single committee. In 1920, the House of Representatives consolidated jurisdiction over all funding measures in the Appropriations Committee; two years later the Senate followed suit. The fourth stage consists of the actions since 1922 in dispersing “backdoor spending” authority to the authorization committees, to the point that today the percentage of federal spending under the direct control of the Appropriations is less than 40 percent.

President submits budget proposal to Congress by 1st Monday in February (31USC 1105(a))

Appropriations Committees

Budget Committees

Other Committees

House and Senate Appropriations Committees hold hearings

House and Senate Budget Committees hold hearings

Committees submit "views and estimates" concerning expenditures and receipts within their jurisdiction to House and Senate Budget Committees within 6 weeks of President's budget submission (section 300 of the Congressional Budget Act)

House and Senate Budget Committees draft and mark up concurrent resolution on the budget; must be reported in the Senate by April 1 (section 300 of the Congressional Budget Act)

Budget resolution considered in the House and Senate (April 15 deadline for completion of action on the budget resolution is set in section 300 of the Congressional Budget Act)

Budget resolution sets revenue, spending, and other budgetary targets; may include reconciliation instructions to one or more committees; allocations "crosswalked" to committees (section 302(a) of the Congressional Budget Act)

House and Senate Appropriations Committees make suballocation to their subcommittees (section 302(b) of the Congressional Budget Act)

Committees may report proposed changes in entitlements and other mandatory spending for consideration in the House and Senate (not tied to the calendar, but may be included in reconciliation)

House Ways and Means Committee (and Senate Finance Committee) may report revenue bills for consideration in the House and Senate (not tied to the calendar, but may be included in reconciliation)

Committees may report authorization bills for consideration in the House and Senate (not tied to the calendar, but House and Senate rules generally require authorization prior to appropriations)

Appropriations subcommittees draft and report appropriations bills; House Appropriations Committee may report after May 15; Senate Appropriations Committee may report after completion of action on budget resolution (section 303 of the Congressional Budget Act; by custom, the House considers appropriations bills first)

Instructed committees respond to reconciliation instructions in the budget resolution (deadline specified in the budget resolution)

Committee reconciliation recommendations packaged by Budget Committees and reported for consideration in the House and Senate

House and Senate must complete all action on appropriation bills prior to the start of the fiscal year (October 1) or enact a continuing resolution

# ***NEWS***

## ***House Appropriations Committee***

***Chairman C.W. Bill Young (R-FL)***

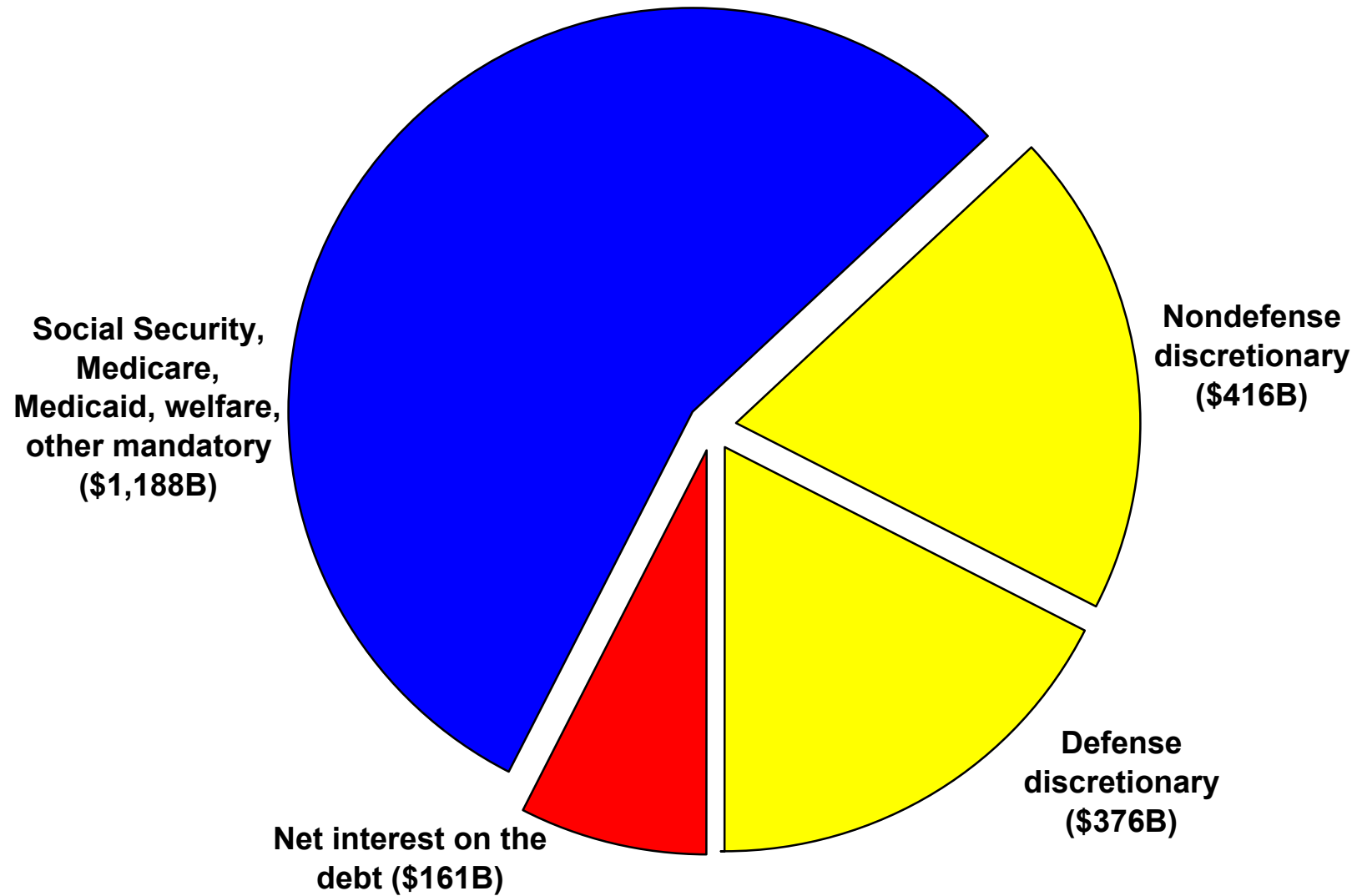
Website address: [www.house.gov/appropriations](http://www.house.gov/appropriations)

### ***Discretionary vs Mandatory Spending***

- Discretionary spending accounts for roughly one third of the total spending in the President's \$2.2 trillion FY04 budget submission. When national defense and homeland security are excluded, discretionary spending totals only 18 percent of the total budget. (Chart 1) If we are going to have a serious discussion about fiscal discipline, we need to get beyond the focus on non-defense discretionary and start taking a hard look at mandatory spending. This year the President's budget proposes to limit the growth of discretionary spending to 4%. Last year mandatory spending grew by 7% and the previous year it increased by 9%. (Chart 2 and 3)
- For all the Congressional rhetoric about the need to hold the line on spending, Member's spending requests are at an all time high. The Committee has received few if any requests from Members to reduce spending, instead the committee has privately received tens of thousands of requests for increases in spending. There are only a handful of members who have not made a request to the Committee. Every year, the Committee receives tens of thousands of requests totaling hundreds of billions of dollars.
- While there has been much discussion about reducing discretionary spending, other committees most notably the Transportation and Infrastructure Committee are making plans to dramatically increase spending under its jurisdiction. Specifically the T&I Committee has proposed doubling highway spending over the next 5 years, bring total mandatory highway spending from \$31 billion to \$60 billion. (Chart 4) Recently, the House Agriculture Committee drafted a comprehensive farm bill which increases farm spending, \$82 billion over the current baseline providing a 75% increase over the life of the bill. (Chart 5) The Veterans Affairs Committee has proposed doubling mandatory spending on veteran's medical care over five years.
- While some committees are increasing mandatory spending within their jurisdiction, other committees are dramatically increasing the authorizations for spending for a variety of politically popular programs. This puts additional pressure on the Appropriations Committee as the new authorization levels are often used as a political barometer when funding decisions are made on these programs. For example, the Science Committee recently reported a bill which was signed into law late last year, to double funding for the National Science Foundation over the next five years. The Education and Workforce Committee produced the No Child Left Behind Act which authorized an 85% increase over five years in assistance to needy and disadvantaged students through Title I programs. The Administration has also proposed to significantly increase specific discretionary spending programs. For example, the President announced a new initiative to spend \$15 billion over the next five years to combat AIDS in Africa and other developing nations. This is a 200% increase over current levels. All of these initiatives have merit but they put additional pressures on the finite discretionary resources available to the Appropriations Committee.

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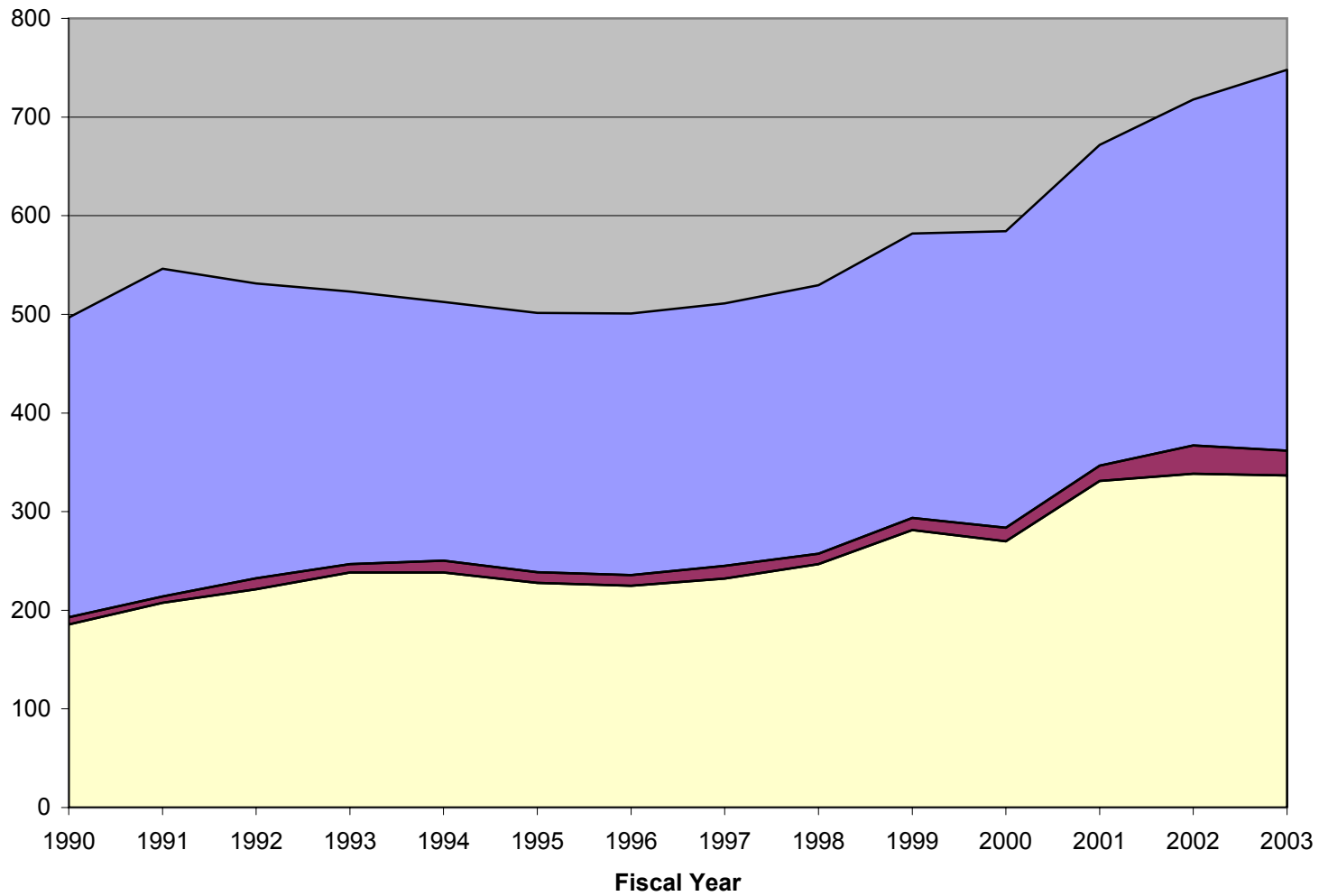
# FY 2003 Federal Budget Outlays \$2.1 trillion



# Discretionary Spending History

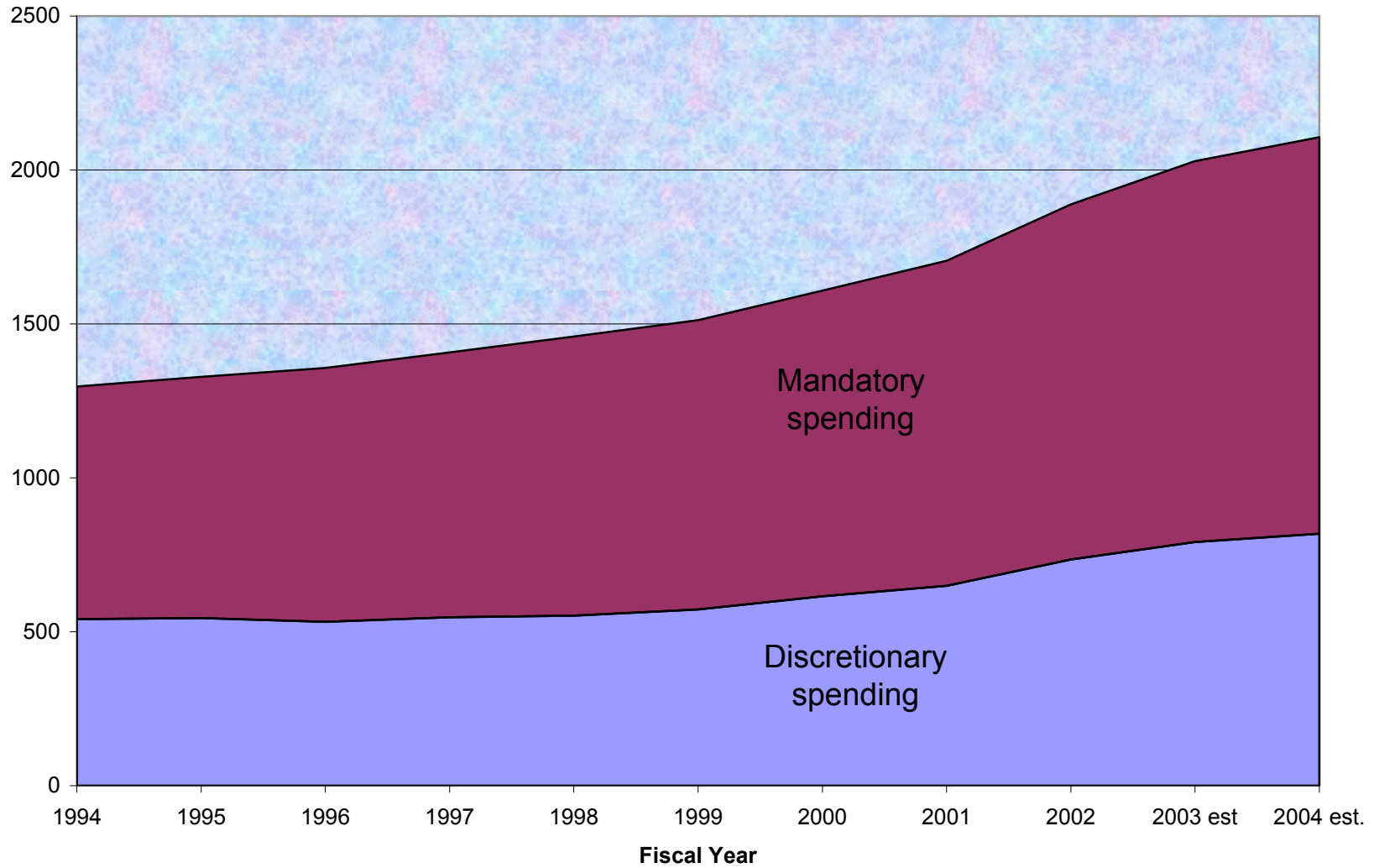
Budget Authority by Spending Category

Billions of dollars

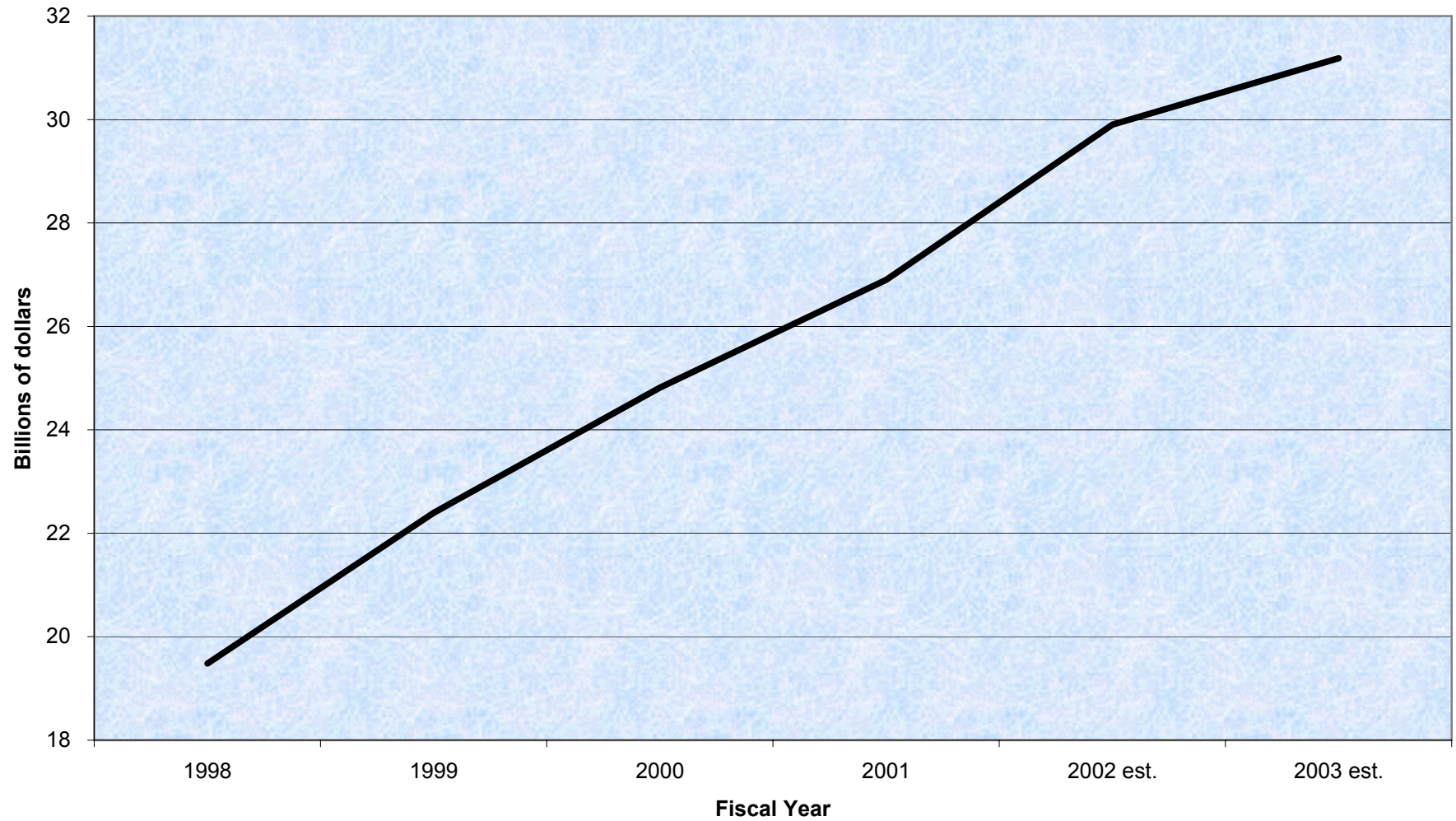


## Discretionary and Mandatory Spending

Billions of dollars

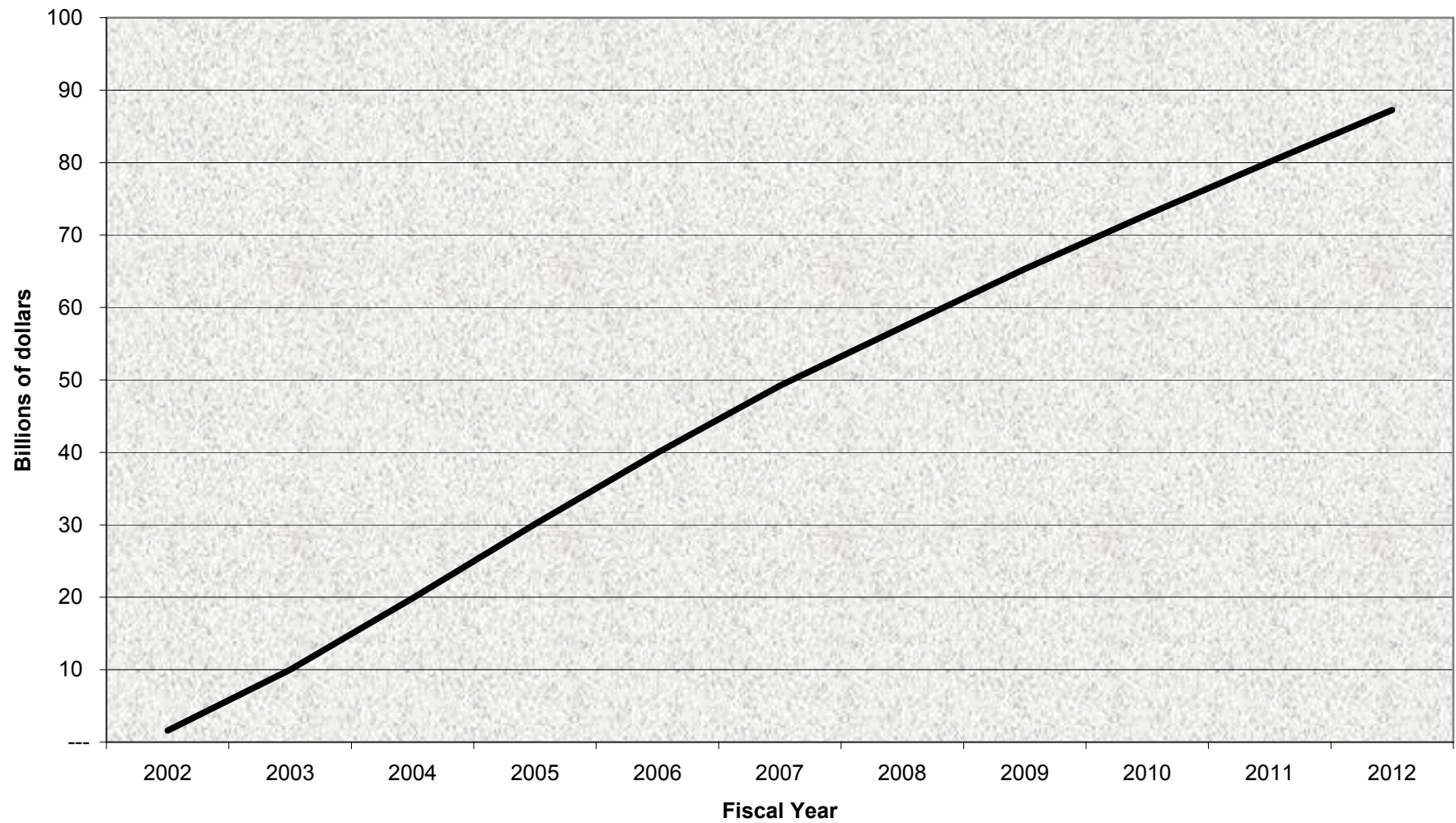


## Highway Outlays Associated with TEA21 FY 1998 - 2003





## Cumulative Additional Spending under the Farm Bill \$87.3 billion



## ***House Appropriations Committee Member Request Deadlines***

### ***Agriculture***

2362 Rayburn House Office Building

Deadline: March 20

### ***Commerce-Justice-State***

H309 Capitol

Deadline: April 11

### ***Defense***

H149 Capitol

Deadline: March 31

### ***District of Columbia***

H147 Capitol

Deadline: April 11

### ***Energy and Water***

2362 Rayburn House Office Building

Deadline: March 28

### ***Foreign Operations***

H150 Capitol

Deadline: April 15

### ***Interior***

B308 Rayburn House Office Building

Deadline: April 2

### ***Labor-HHS***

2358 Rayburn House Office Building

Deadline: April 11

### ***Legislative Branch***

H147 Capitol

Deadline: April 30

### ***Homeland Security***

B307 Rayburn House Office Building

Deadline: April 4

### ***Transportation-Treasury***

2358 Rayburn House Office Building

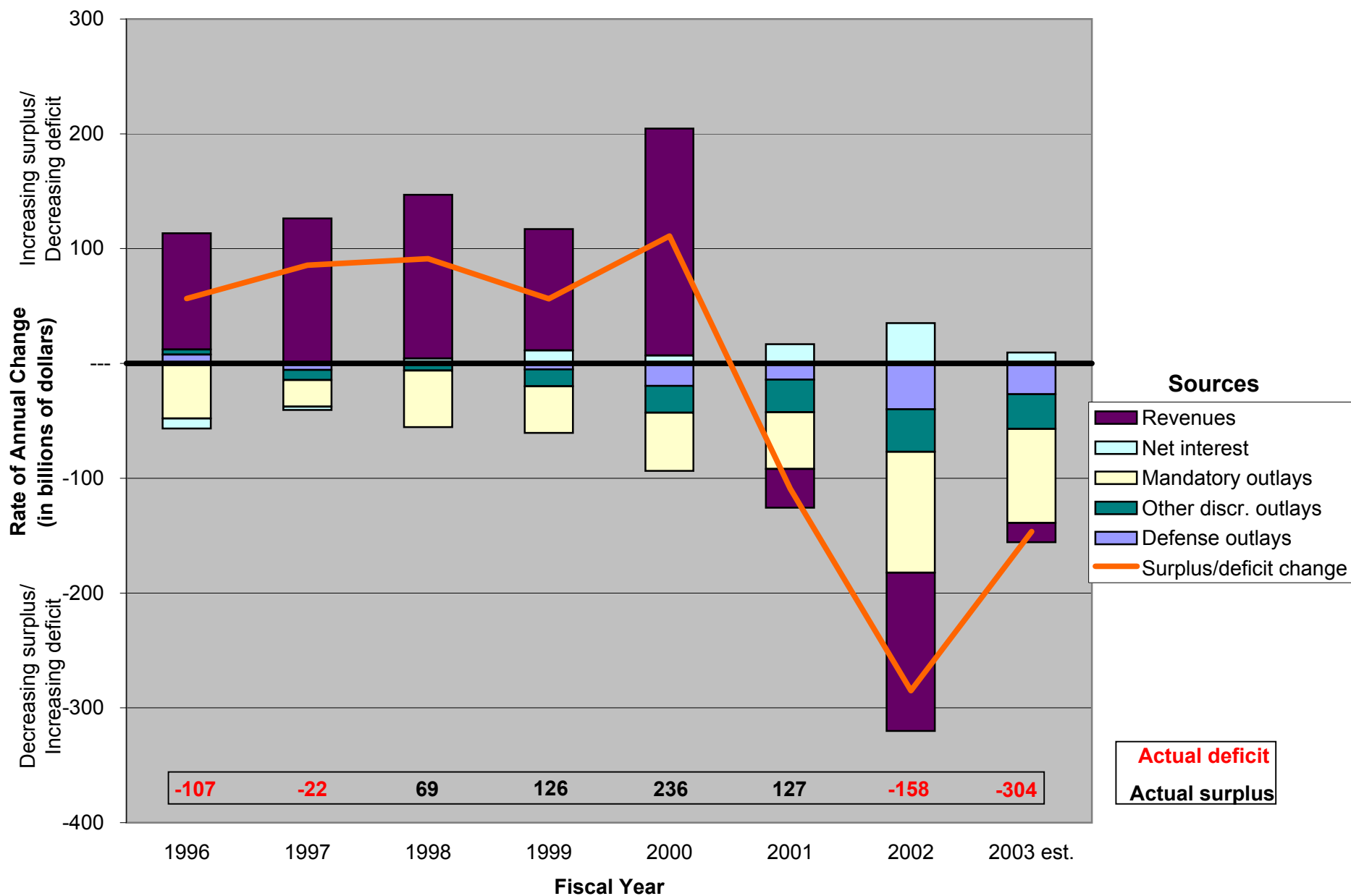
Deadline: April 11

### ***VA-HUD***

H143 Capitol

Deadline: April 15

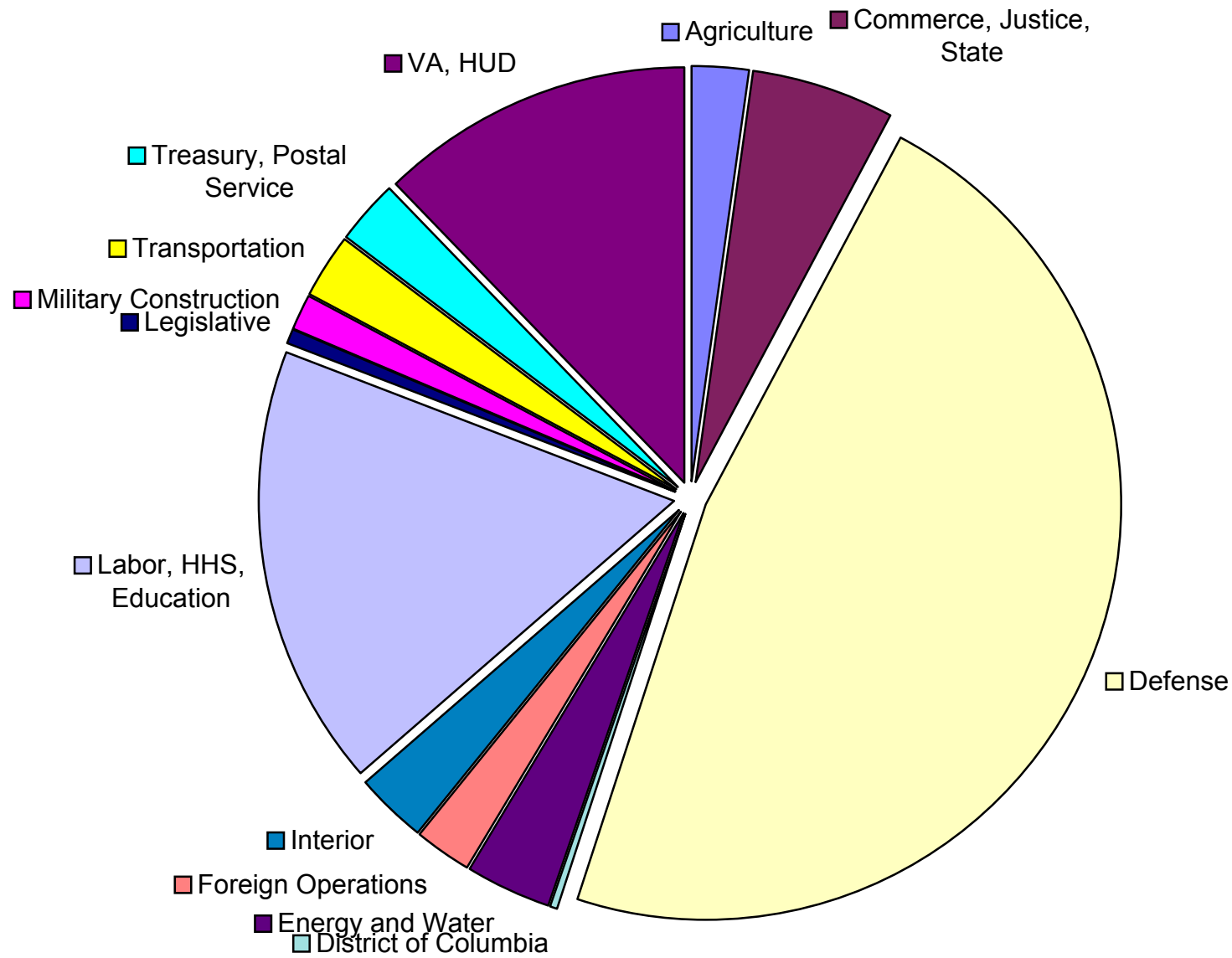
## Sources of Year-to-Year Changes in the Surplus/Deficit



## *Frequently Asked Questions*

1. **What are 302bs?**—The budget resolution establishes the total amount of discretionary spending available to be allocated by the Appropriations Committee. This macro amount of spending is referred to as the 302a. This is a reference to section 302a of the Congressional Budget Act of 1974 which provides for this authority in the Budget Resolution. 302bs are the specific allocations to the thirteen subcommittees which are set by the Chairman of the Committee on Appropriations and ratified by the full Appropriations Committee. This authority is provided the Chairman of the Committee on Appropriations by section 302b of the same act.
2. **Why do we do supplemental spending bills?**—Supplemental spending bills provide for emergency or unanticipated spending which was not allocated during the preceding budget year. The need to respond to unforeseen events, such as hurricanes, earthquakes or floods, often serves as the impetus for supplementals. They also have been utilized for authorization packages that are deemed so critical that the programs should be funded as soon as possible i.e. election reform. Supplementals are typically the primary funding mechanisms for major military operations abroad.
3. **Why are appropriations subcommittee chairpersons referred to as cardinals?**—Appropriations subcommittee chairpersons have traditionally been referred to as cardinals. It is unclear when this practice originated but it is a reference to the College of Cardinals who in the Catholic Church are the Pope's most trusted and influential advisers. While tradition has never dictated the full committee chairman to be referred to as the pope, the title of cardinal has been associated with subcommittee chairmen in reference to their relative influence over the allocation of billions of dollars in federal funds.

# FY 2003 Appropriations Subcommittee Allocations



**SUBCOMMITTEES ON APPROPRIATIONS**  
**Chairmen and Major Jurisdictions**

**Subcommittee on Agriculture, Rural Development, Food and Drug Administration, and Related Agencies**

Chairman: Congressman Henry Bonilla (TX)  
Jurisdiction: Department of Agriculture, except Forest Service  
Farm Credit Administration  
Farm Credit System Financial Assistance Corporation  
Food and Drug Administration (HHS)

**Subcommittee on the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies**

Chairman: Congressman Frank Wolf (VA)  
Jurisdiction: Department of Commerce  
Department of Justice  
Department of State, except International Narcotics Control; International Organizations and Programs; Nonproliferation, Anti-terrorism; Peacekeeping Operations; U.S. Emergency Refugee and Migration Assistance Fund  
The Judiciary  
Federal Communications Commission  
Federal Trade Commission  
Legal Services Corporation  
U.S. Trade Representative  
Securities and Exchange Commission  
Small Business Administration

**Subcommittee on Defense**

Chairman: Congressman Jerry Lewis (CA)  
Jurisdiction: Department of Defense--Military:  
Departments of Army, Navy, Air Force, Office of Secretary of Defense; and Defense Agencies, except Military Construction

**Subcommittee on the District of Columbia**

Chairman: Congressman Rodney Frelinghuysen (NJ)  
Jurisdiction: District of Columbia

### **Subcommittee on Energy and Water Development**

Chairman: Congressman David Hobson (OH)  
Jurisdiction: Department of Energy, except Strategic Petroleum Reserve; Clean Coal Technologies; Fossil Energy Research and Development; Energy Conservation, and Energy Information Administration  
Army Corps of Engineers (DOD)  
Bureau of Reclamation (DOI)  
Appalachian Regional Commission  
Nuclear Regulatory Commission  
Tennessee Valley Authority  
Delta Regional Authority

### **Subcommittee on Foreign Operations, Export Financing, and Related Programs**

Chairman: Congressman Jim Kolbe (AZ)  
Jurisdiction: Agency for International Development  
International Narcotics Control (State)  
International Organizations and Programs (State)  
Migration and Refugee Assistance (State)  
Nonproliferation, Anti-terrorism, De-mining, and related Programs (State)  
Peacekeeping Operations  
Export Import Bank  
Foreign Military Financing Program  
International Monetary Fund Programs (Treasury)  
Multilateral Development Banks (Treasury)  
Overseas Private Investment Corporation  
Peace Corps  
Trade and Development Agency

### **Subcommittee on the Department of the Interior and Related Agencies**

Chairman: Congressman Charles Taylor (NC)  
Jurisdiction: Department of the Interior, except Bureau of Reclamation  
Department of Energy; Clean Coal Technologies; Strategic Petroleum Reserve; Fossil Energy Research Development; Energy Conservation, and Energy Information Administration  
Forest Service (USDA)  
Indian Health Services and Facilities (HHS)  
John F. Kennedy Center for the Performing Arts  
National Foundation for the Arts and the Humanities  
National Gallery of Art  
Smithsonian Museum

**Subcommittee on the Departments of Labor, Health and Human Services, Education, and Related Agencies**

Chairman: Congressman Ralph Regula (OH)  
Jurisdiction: Department of Education  
Department of Health and Human Services, except Food  
and Drug Administration; Indian Health Services  
and Facilities  
Department of Labor  
Corporation for National and Community Service  
Corporation for Public Broadcasting  
National Labor Relations Board  
Railroad Retirement Board  
Social Security Administration  
U.S. Institute of Peace

**Subcommittee on Legislative**

Chairman: Congressman Jack Kingston (GA)  
Jurisdiction: House of Representatives  
Joint Items  
Architect of the Capitol  
Congressional Budget Office  
General Accounting Office  
Government Printing Office  
Library of Congress

**Subcommittee on Military Construction**

Chairman: Congressman Joseph Knollenberg (MI)  
Jurisdiction: Military Construction, Army, Navy, Air Force, and Defense  
Agencies and reserve forces  
Military Family Housing  
DOD Base Closure Account  
Family Housing Improvement Fund  
NATO Security Investment Program

**Subcommittee on the Department of Homeland Security**

Chairman: Congressman Harold Rogers (KY)  
Jurisdiction: Department of Homeland Security



**Subcommittee on the Departments of Transportation and Treasury, and Independent Agencies**

Chairman: Congressman Ernest J. Istook (OK)  
Jurisdiction: Department of Transportation; Treasury Department,  
except Community Development Financial  
Institutions  
U.S. Postal Service  
Executive Office of the President  
Federal Elections Commission  
Federal Labor Relations Authority  
General Services Administration  
Office of Personnel Management  
National Transportation Safety Board  
Government-wide general provisions

**Subcommittee on the Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies**

Chairman: Congressman James Walsh (NY)  
Jurisdiction: Department of Veterans Affairs  
Department of Housing and Urban Development  
Corporation for National and Community Service  
Council on Environmental Quality  
Environmental Protection Agency  
Federal Deposit Insurance Corporation  
National Aeronautics and Space Administration  
National Science Foundation  
Neighborhood Reinvestment Corporation  
Selective Service System